



OFFICE OF THE CITY CLERK  
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SPOKANE, WASHINGTON 99201-3342  
509.625.6350

December 23, 2011

City Clerk File No.:  
ORD C34821

COUNCIL ACTION MEMORANDUM

RE: FINAL READING ORDINANCE C34821 RELATING TO SPOKANE COMPLETE STREETS PROGRAM

During its 6:00 p.m. Legislative Session held Monday, December 19, 2011, the Spokane City Council considered Final Reading Ordinance C34821 relating to Spokane Complete Streets Program adopting a new Chapter 17H.020 to Title 17H of the Spokane Municipal Code and amending SMC Section 17H.010.010. Council President Shogan invited Kevin Daniel, Executive Director of Inland Northwest Lighthouse for the Blind, to speak on the ordinance. Mr. Daniel noted he represented the 53 men and women of the Lighthouse for the Blind, and he presented remarks in support of Ordinance C34821.

Jo Anne Wright from the Planning Services Department then provided an overview of Ordinance C34821. She noted a group called the Complete Streets Coalition has been working on Complete Streets for approximately three years. She further noted that last year, in April, the City Council passed a resolution to develop the Complete Streets Ordinance, and the Coalition has been working on the ordinance since April of last year. Ms. Wright advised that the Plan Commission held a workshop on the proposed ordinance on October 26 and then last week held a hearing. The Plan Commission had a unanimous, seven to zero, recommendation to forward the ordinance to the City Council for approval. Ms. Wright introduced Kitty Klitzke of Futurewise who has been a part of the Complete Streets Coalition. Ms. Klitzke provided a summary of the ordinance and responded to Council inquiries. The City Council then received considerable public testimony on the ordinance.

Council comment was held. Council Member Snyder presented proposed text changes to the ordinance as suggested by Assistant City Attorney Mike Piccolo, Mayor Verner, and the Plan Commission (when the Plan Commission had their finding in favor of the Complete Streets ordinance), as follows:

1. Under 17H.020.050, change "Exceptions" to "Exemptions."
2. Under 17H.020.050, first line, delete "Elements of the Complete Streets program are exempt in the following situations" and replace with "The following situations are exempt from elements of the Complete Streets Program."
3. Under 17H.020.050(B) add the words "cost of the project; community" (This section, as amended, would read: "Cost of accommodation is excessively disproportionate to the: cost of the project; community need; or probable use, or is more than 20% of the project cost.")
4. Under 17H.020.050(D), add the words "with funding from sources other than 2004 Street Bond proceeds." (This section, as amended, would read: "Projects remaining for the 2004 Street Bond. However, those projects are not precluded from receiving Complete Streets elements in the future with funding from sources other than 2004 Street Bond proceeds where called for in the Master Bike Plan and the Pedestrian Plan.")
5. Under 17H.020.050, revise last sentence to read: "Any requested exemptions shall be reviewed by the Mayor's Design Advisory Committee and must be approved by the City Council in conjunction with the annual adoption of the 6-Year Street Plan.
6. Under 17H.010.010 Purpose and Applicability, revise second sentence of first paragraph so it reads: "An effective Complete Street design shall consider the location of facilities in relation to land use, pedestrian and bicycle safety, adequate right-of-way width, traffic standards and safety, landscaping, drainage facilities, ease of maintenance, and the ability to provide effective and efficient public services."
7. Under 17H. 010.010 Purpose and Applicability, revise the second sentence in the second paragraph so it reads: "Transportation preservation projects (resurfacing, rehabilitation or reconstruction of the existing street pavement, sidewalks or bridges) are exempt from the requirements of Chapter 17H.010 but shall be subject to the provisions of Chapter 17H.020 SMC pertaining to pedestrian and biking infrastructure."

Subsequently, the following action was taken:

**Motion** by Council Member Snyder, to amend the ordinance with these changes (as presented); **carried 5-2 (Council Members Apple and McLaughlin voting "no").**

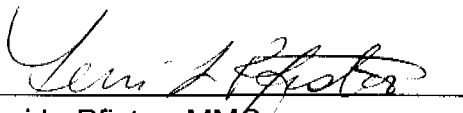
Additional Council comment was held. Council Member Apple presented an additional amendment to the ordinance. Following Council debate, the following action was taken:

**Motion** by Council Member Apple, seconded by Council President Shogan, on page 3, under 17H.020.030 Freight/Truck Routes, to add the word "not" between "shall" and "be" so it reads "...also support other modes shall not be considered for these streets." **Motion rejected 2-5**

**(Council President Shogan and Council Members Corker, Rush, Snyder, and Waldref voting "no").**

Further Council debate ensued and the following action was subsequently taken:

**Upon 5-2 Roll Call Vote (Council Members Apple and McLaughlin voting "no"), the City Council passed Final Reading Ordinance C34821, as amended,** relating to Spokane Complete Streets Program; adopting a new Chapter 17H.020 to Title 17H of the Spokane Municipal Code and amending SMC Section 17H.010.010.

  
Terri L. Pfister, MMC  
Spokane City Clerk



**Agenda Sheet for City Council Meeting of:**  
12/12/2011

<b>Date Rec'd</b>	11/30/2011
<b>Clerk's File #</b>	ORD C34821
<b>Renews #</b>	
<b>Cross Ref #</b>	
<b>Project #</b>	
<b>Bid #</b>	
<b>Requisition #</b>	

<b>Submitting Dept</b>	CITY COUNCIL
<b>Contact Name/Phone</b>	JON SNYDER 625-6254
<b>Contact E-Mail</b>	JSNYDER@SPOKANECITY.ORG
<b>Agenda Item Type</b>	First Reading Ordinance
<b>Agenda Item Name</b>	0320 COMPLETE STREETS PROGRAM

**Agenda Wording**

An ordinance relating to Spokane Complete Streets Program; adopting a new chapter 17H.020 to title 17H of the Spokane Municipal Code and amending SMC section 17H.010.010.

**Summary (Background)**

This ordinance adopts a Complete Streets Program to assist in the implementation of transportation improvements outlined in the Comprehensive Plan and detailed in the adopted Bike Master Plan and in the Pedestrian Plan presently being developed by the City, which includes pedestrian and biking infrastructure. The ordinance sets forth various implementation provisions as well as specific exemptions.

<b>Fiscal Impact</b>		<b>Budget Account</b>
Select	\$	#
Select	\$	#
Select	\$	#
Select	\$	#
<b>Approvals</b>		<b>Council Notifications</b>
<b>Dept Head</b>	WESTFALL, JENNIFER	<b>Study Session</b>
<b>Division Director</b>		<b>Other</b>
<b>Finance</b>	LESESNE, MICHELE	<b>Distribution List</b>
<b>Legal</b>	BURNS, BARBARA	
<b>For the Mayor</b>	WEBSTER, DOROTHY	
<b>Additional Approvals</b>		
<b>Purchasing</b>		

FIRST READING OF THE ABOVE ORDINANCE

WAS HELD ON

12/12/2011

AND FURTHER ACTION WAS DEFERRED

CITY CLERK

PASSED BY SPOKANE CITY COUNCIL

(as amended)  
12/19/2011

City Clerk

## ORDINANCE NO. C - 34821

An ordinance relating to Spokane Complete Streets Program; adopting a new chapter 17H.020 to title 17H of the Spokane Municipal Code and amending SMC section 17H.010.010.

WHEREAS, the City Council, with the Mayor concurring, adopted Resolution 10-18 that supports the Complete Streets policy; and

WHEREAS, the City Of Spokane's Comprehensive Plan, adopted in 2001, contains multiple goals and policies encouraging walking, bicycling and transit use as safe, convenient and available transportation modes for the community; and

WHEREAS, Spokane's Complete Streets guiding principle is to implement the City's bike and pedestrian plans, and regional transit plans through the design, operation and maintenance of Spokane's streets to enable safe and convenient access and travel for all users --- pedestrians, bicyclists, transit riders, and people of all abilities, as well as motorists and freight, increasing connectivity; and

WHEREAS, it is the goal of the Spokane Complete Streets Program to develop specific principles and practices so that transportation improvements are planned, designed, and constructed as outlined in the City of Spokane's Comprehensive Plan, and more specifically detailed in Comprehensive Plan subsections such as the City's Master Bike Plan and the City's Pedestrian Plan, and is supported by Spokane Transit Authority's STA's transit plan, to facilitate and encourage walking, bicycling, and transit use while promoting safe operations for all users; and

WHEREAS, City Of Spokane will implement these policies and procedures during the planning, design, construction, reconstruction, or other changes in transportation facilities as identified in the Comprehensive Plan, and the City's Bike Master Plan and Pedestrian plan. Complete Streets development will be facilitated during capital improvements, re-channelization projects, and major maintenance, while recognizing that each street purpose is unique as detailed in various city and regional plans and in each case user needs must be accommodated to reflect those plans; Now, therefore,

The City of Spokane does ordain:

Section 1. That there is adopted a new chapter 17H.020 to title 17H of the Spokane Municipal Code to read as follows:

## Chapter 17H.020

### COMPLETE STREETS PROGRAM

#### Sections:

17H.020.010	Purpose
17H.020.020	Definitions
17H.020.030	Freight/Truck Routes
17H.020.040	Implementation
17H.020.050	Exceptions
17H.020.060	Performance Measures

#### **17H.020.010 Purpose.**

The purpose of the Complete Streets Program is to ensure all users are planned for in the construction of all City transportation improvement projects as outlined in the Comprehensive Plan and detailed in the adopted Bike Master Plan and Pedestrian Plan. In enacting this ordinance, the City of Spokane encourages healthy, active living, reduction of traffic congestion and fossil fuel use, and improvement in the safety and quality of life of residents in the City of Spokane by providing safe, convenient, and comfortable routes for walking, bicycling, and public transportation. The Complete Streets Program will improve street connectivity of all modes.

#### **17H.020.020 Definitions.**

For purpose of this chapter, the following words shall be defined as follows:

A "Complete Street" is a road that is designed to be safe for drivers; bicyclists; transit vehicles and riders; and pedestrians of all ages and abilities. The "Complete Street Program" focuses not just on individual roads but on changing the decision-making process so that all users are routinely considered during the planning, designing, building and operating of all roadways.

"Street Project" means the construction, reconstruction, retrofit, maintenance, alteration, or repair of any Street, and includes the planning, design, approval, and implementation processes, except that "Street Project" does not include minor routine upkeep such as cleaning, sweeping, mowing, spot repair, or interim measures on detour routes. If safety and convenience can be improved within the scope of pavement resurfacing such as grind and overlay and restriping, such projects shall implement Complete Streets as outlined in the adopted Bike Master Plan and Pedestrian Master Plan to provide access and increase safety for all users. Grind and overlay and restriping projects shall be limited to striping elements as called for in the Bike Master Plan and the City Pedestrian Plan. Signalization changes shall not trigger additional Complete Streets elements.

"Users" mean individuals or vehicles that use streets, including pedestrians, bicyclists, freight, automobiles, public transportation vehicles and riders and people of all ages and abilities, including children, youth, families, older adults, and individuals with disabilities.

#### **17H.020.030 Freight/Truck Routes.**

Because freight is important to the basic economy of the City and has unique right-of-way needs to support that role, freight will be the major priority on streets classified as truck routes. Complete Street improvements that are consistent with freight mobility but also support other modes shall be considered for these streets.

#### **17H.020.040 Implementation.**

All street projects shall include Complete Streets elements as called for in the Master Bike Plan and Pedestrian Plan. Complete Streets shall be achieved either through single projects or through a series of smaller improvements or maintenance activities over time. It is the City's intent that all allowable sources of transportation funding be drawn upon to implement Complete Streets projects. The City believes that maximum financial flexibility is important to implement Complete Streets principles. The City believes a Complete Streets program will increase connectivity for all modes of travel within the City.

The implementation of various Complete Streets elements will utilize the latest and best design criteria and the design of various complete streets components to be implemented shall be based on a context sensitive approach, with the analysis of the street's existing conditions, and the present/future needs for all users.

#### **17H.020.050 Exemptions.**

The following situations are exempt from elements of the Complete Streets Program.

- A. Accommodation is not necessary on corridors where non-motorized use is prohibited, such as interstate freeways.
- B. Cost of accommodation is excessively disproportionate to the: cost of the project; community need; or probable use, or is more than 20% of the project cost.
- C. There is a documented absence of current or future need.
- D. Projects remaining for the 2004 Street Bond. However, those projects are not precluded from receiving Complete Streets elements in the future with funding from sources other than 2004 Street Bond proceeds where called for in the Master Bike Plan and the Pedestrian Plan.

Any requested exemptions shall be reviewed by the Mayor's Design Advisory Committee and must be approved by the City Council in conjunction with the annual adoption of the 6-Year Street Plan.

**17H.020.060 Performance Measures.**

Performance measures monitoring the progress of Complete Streets implementation will be established and an annual progress report which will be submitted to the City Council.

Section 2. That SMC section 17H.010.010 is amended to read as follows:

**17H.010.010 Purpose and Applicability.**

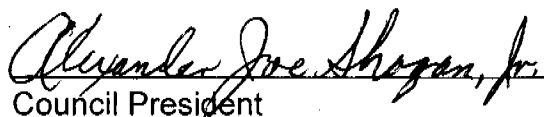
Streets, alleys and bikeways shall be designed to provide efficient and economical travel ways, including pedestrian and bicycle travel, and create a safe and pleasant environment for the citizens of Spokane. An effective Complete Street design shall consider the location of facilities in relation to land use, pedestrian and bicycle safety, adequate right-of-way width, traffic standards and safety, landscaping, drainage facilities, ease of maintenance, and the ability to provide effective and efficient public services. This section provides general design considerations for individual street elements.

The street development standards as set forth in Chapter 17H.010 are applicable to new streets, reconstruction of rural roads into urban streets as urbanization occurs, and other street construction projects that involve major redesign of the street itself. Transportation preservation projects (resurfacing, rehabilitation or reconstruction of the existing street pavement, sidewalks or bridges) are exempt from the requirements of Chapter 17H.010 SMC but shall be subject to the provisions of Chapter 17H.020 SMC pertaining to pedestrian and biking infrastructure.

Section 3. Severability.

If a section, subsection, paragraph, sentence, clause, or phrase of this chapter is declared unconstitutional or invalid for any reason by any court of competent jurisdiction declaration shall not affect the validity of the remaining portions of this chapter.

PASSED BY THE CITY COUNCIL ON December 19, 2011.

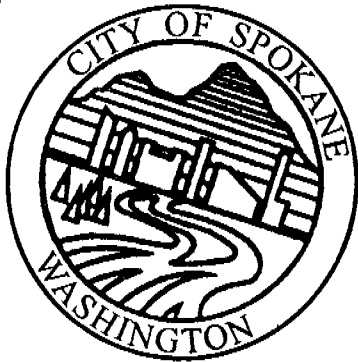
  
Council President



Attest:

Lauri Jasunt  
City Clerk **Acting**

Mark B. Vinner  
Mayor



Approved as to form:

[Signature]  
Assistant City Attorney

December 27, 2011  
Date

January 26, 2012  
Effective Date

CITY OF SPOKANE EXECUTIVE ORDER	
TITLE: <b>COMPLETE STREETS</b>	
EFFECTIVE DATE:	
REVISION DATE: N/A	

**RECEIVED**

DEC 20 2011

CITY CLERK'S OFFICE  
SPOKANE, WA

WHEREAS, the City of Spokane's Comprehensive Plan provides policy guidance and support for the installation of pedestrian and bike infrastructure throughout the document; and

WHEREAS, the City of Spokane's Comprehensive Plan provides policy guidance and support for mass transit, multi-modal facilities, and integrated transportation infrastructure throughout the document; and

WHEREAS, the City Council has adopted Ordinance No. C34821 which mandates that all publically funded arterial street projects be reviewed for the inclusion of complete streets facilities

NOW, THEREFORE, I, Mary B. Verner, Mayor, do hereby order and direct that:

A. Complete Streets Principles.

Complete streets principles shall be incorporated into City policies, procedures, and practices for all publically funded arterial street projects. The City of Spokane will emphasize complete streets principles and prioritization in the Comprehensive Plan and other city plans, manuals, rules, regulations, Street Design Standards, and various programs as appropriate. Complete Streets elements shall be included on all publically funded arterial street projects as required in City Ordinance No. C34821 when initially scoped or conceived of, and prior to inclusion on the City's Six Year Street Program.

B. Applicability

Upon completion and adoption of the "Guidelines for Complete Streets Implementation" outlined in section C.1 below, and for the City to efficiently and effectively use limited right of way, project funding, and staff resources to maximize mobility improvements and multi-modal access to the City's entire mobility network, complete streets infrastructure shall be included on all arterial street projects as follows.

1. As defined in the Complete Streets Ordinance No. C34821, any applicable publicly funded street project involving arterial street segments identified on the Bike Master Plan, or on any regional transit / transportation plan as requiring facilities or, being identified on the Pedestrian Plan as being in a zone of "Highest Pedestrian Potential", shall add facilities on all applicable arterial segments as specified or required to support those plans. For example, installing sidewalk sections along a transit route to support

pedestrian activity generated by transit stops. This does not mean the City will be installing transit shelters, transit lanes, or other transit infrastructure.

2. Any project including arterial street segments a half mile from and/or within Centers and Corridors zoning.

C. Exceptions or Deviations

Retrofitting existing arterials in a developed community with complete streets facilities invariably results in situations where there is insufficient right of way, difficult terrain, or additional challenges for planned facilities. Exceptions or deviations shall be considered in the following order:

1. Exceptions or Deviations to City Standard Plans or Specifications

In order to implement Complete Streets Principles, it will be necessary to adapt to a variety of existing conditions. In many cases, existing public right of way will not be sufficient to accommodate dedicated space for all desirable features at sizes specified in the City Standard Plans and Specifications. With this understanding, City staff shall collaboratively develop, adopt, and follow internal "Guidelines for Complete Streets Implementation."

These guidelines will outline a decision making process to be followed and potential options to implementing multi-modal features including allowable deviations to City Standard Plans and Specifications governing standard street section elements such as lane widths, lane placement, parking widths, bike lane widths and placement, buffer strip widths, sidewalk widths, and sidewalk placement.

The guidelines will be adopted by memorandum of agreement signed by directors of Planning Services, Parks and Recreation, Engineering Services, and Street Departments.

2. Exceptions or Deviations to Complete Streets Implementation

Exceptions or deviations to complete streets requirements may be requested if the following is determined:

*After exhausting all options found in the "Guidelines for Complete Streets Implementation", it is estimated that the cost of complete streets improvements will still exceed twenty percent (20%) of the total cost of the project;*

*OR*

*after exhausting all options found in the "Guidelines for Complete Streets Implementation", it is estimated that cost of complete streets improvements are excessively disproportionate to community need for, or probable use of, the complete streets facilities.*

Approval and appeal of complete streets exceptions or deviations are governed by enabling Ordinance No. 34821.

D. Complete Streets Performance Measures.

The City of Spokane shall create Complete Streets performance measures with the intent of evaluating over time the efficiency and effectiveness of Spokane's complete streets efforts.

1. Multi-modal Level of Service  
Creation and adoption of a multi-modal Level of Service (LOS) standard that includes bicycle LOS and pedestrian LOS in addition to vehicular LOS
2. Implementation of Transportation goals of the Comprehensive Plan  
Number of public transportation projects completed annually that include elements that address all modes of mobility.
3. Effectiveness of Complete Streets Efforts  
Percent of missing complete streets infrastructure installed annually.
4. Efficiency of Complete Streets Efforts  
Dollars per foot or unit cost for installed complete streets elements

E. Additional Public Process.

In order to make all efforts to notify and involve interested parties, supplemental efforts shall be made to obtain public input into the City's mobility policy making decisions, such as:

1. Six Year Street Program Overview  
City staff shall develop a detailed overview explaining the goals, policies, and principles of the Chapter 4 of the Comp Plan and will have those documents available on the Planning Services, Street, Neighborhood Services and Code Enforcement Departments' websites; and provide request forms allowing users to be added to a distribution list for updates.
2. Public Involvement  
The City shall reference the City of Spokane's "Capital Programs Public Participation Resource Guide" to facilitate public involvement in implementation of Complete Streets during the update of Comprehensive Plan Chapter 4.
3. Comprehensive Plan Updates  
Complete Streets principles and priorities shall be incorporated into the 2012 update of Chapter 4 of the Comprehensive Plan.

Mary B. Verner  
Mayor

12/20/2011  
Date



CITY PLAN COMMISSION  
808 W. SPOKANE FALLS BLVD.  
SPOKANE, WASHINGTON 99201-3329  
(509) 625-6060  
FAX (509) 625-6013

## **City Plan Commission Recommendation, Findings and Conclusions on a Proposal to Adopt a New Ordinance Related to Complete Streets Practices and Principles**

**December 14, 2011**

### **FINDINGS OF FACT:**

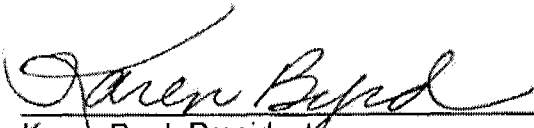
1. In May 2001, the City of Spokane adopted its Comprehensive Plan under the Growth Management Act (Chapter 36.70A RCW or "GMA").
2. The Comprehensive Plan and the entire legislative record relative to its initial adoption and subsequent amendments thereto, including environmental review documents, are incorporated into these findings and conclusions by reference.
3. The City's Comprehensive Plan is required to be consistent with the Growth Management Act. A 2005 amendment to the Growth Management Act requires a, "Pedestrian and bicycle component to include collaborative efforts to identify and designate planned improvements for pedestrian and bicycle facilities and corridors that address and encourage enhanced community access and promote healthy lifestyles" (RCW 36.70A).
4. The proposed Complete Streets ordinance contains a series of criteria, which support pedestrian, transit, and biking goals and policies of the Comprehensive Plan as outlined in Transportation Chapter 4. More specifically, numerous policies targeting pedestrians, non motorized transportation, and transit under TR 1 Overall Transportation, TR 2 Transportation Options, TR 4 Efficient and Safe Mobility, TR 5 Neighborhood Protection, TR 6 Environmental Protection, TR 7 Sense of Place, and TR 9 Equitable Funding.
5. The Complete Streets ordinance will serve as a guide for the functions of Capital Programs, Engineering Services, and the Street Department, all current City Departments or Programs related to the planning, scoping, design, construction, and maintenance of City streets and sidewalks.
6. Implementation of the Complete Streets Ordinance will facilitate a multi-modal environment that will make transportation safer for pedestrians, cyclists and automobiles.
7. Both walking and the operation of a bicycle result in emission-free transportation experiences. The pedestrian and bicycle-related Complete Streets ordinance aims to create safe and efficient pedestrian and bicycle networks. Similar improvements in other cities have shown an increase in pedestrians and cyclists. Thus, these amendments will have positive environmental impacts.

8. The Plan Commission held a workshop on October 26, 2011, and also held a public hearing on December 14, 2011, to obtain public comments on the Complete Streets ordinance.
9. This proposed ordinance includes the addition of new pedestrian and bicycle-related decision criteria related to the inclusion of Complete Streets design elements on City projects. These criteria are supported by a Mayoral executive order that outlines specific actions that city departments should take to implement this ordinance.
10. 21 people testified; 18 in favor, 1 against and 2 neutral.
11. The Plan Commission hereby adopts the foregoing as its findings.

**CONCLUSIONS:**

**The Plan Commission finds that the Complete Streets Ordinance is consistent with and implements the City of Spokane Comprehensive Plan.**

**RECOMMENDATION:** The Spokane City Plan Commission by a vote of 7 to 0, recommends approval of the Complete Streets Ordinance and Program as amended to City Council.

  
\_\_\_\_\_  
Karen Byrd, President  
City Plan Commission